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FINANCING OF THE UNITED NATIONS TRANSITIONAL AUTHORITY IN CAMBODIA

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the financing of the United Nations Transitional Authority in Cambodia (UNTAC) (A/47/733). During its consideration of the item, the Committee met with representatives of the Secretary-General who provided additional information.

2. Section I of the Secretary-General's report summarizes the events leading to the submission of that report. As recalled in paragraph 26 of the report, the General Assembly, in paragraph 15 of its resolution 46/222 B of 22 May 1992, requested the Secretary-General, inter alia, to submit to the Assembly, no later than at its forty-seventh session, a report on such additional requirements as might be necessary and to include in the report detailed and up-to-date information on the performance of UNTAC. The Secretary-General's report to the General Assembly (A/47/733) is submitted in accordance with that request.

3. In the meantime, the Secretary-General submitted a report to the Security Council (S/24800) on the implementation of Council resolution 783 (1992) of 13 October 1992. On 30 November 1992, the Security Council adopted resolution 792 (1992) on further measures relating to the peace process in Cambodia.

4. The General Assembly, in its resolution 46/222 B, appropriated an amount of $606 million gross ($600 million net) for the operation of UNTAC through 31 October 1992, in addition to the total amount of $233,576,200 gross ($233,171,300 net) already appropriated for the United Nations Advance Mission in Cambodia (UNAMIC) and UNTAC (resolutions 46/198 A and 46/222 A). The Advisory Committee, by a letter to the Secretary-General dated

14 October 1992, concurred in his request to utilize the resources made available by the General Assembly for UNTAC for its maintenance beyond 31 October 1992 until action is completed by the Assembly at its forty-seventh session on the question.

5. In section II of the report, the Secretary-General summarizes the status of assessed contributions to UNTAC as at 31 October 1992. Upon inquiry, the Committee was informed that as at 30 November 1992, payments received amounted to $619,906,600 against an apportionment of $835,117,600, resulting in total outstanding assessments of $215,211,000 for UNAMIC and UNTAC.

6. According to section III of the report, the Secretary-General received voluntary contributions in kind from one Member State providing three medium transport aircraft (59 plane/months) and six utility helicopters (122 helicopter/months) at an estimated value of $29.9 million which had been budgeted for. As indicated in annex V to the report, savings under air operations for the period 1 November 1991 to 31 July 1993 relate to helicopters ($13,670,500), fixed-wing aircraft ($7,766,200), air crew subsistence allowance ($3,427,000) and other air operations costs ($4,893,100). Another Member State provided 1.5 million meals at an estimated value of $570,000 which were not budgeted for. The air ambulance service provided by a Government for persons wounded or taken ill in the performance of their duties was not utilized during the period under review.

7. The Secretary-General states in section IV of his report that full reimbursement has been made to all troop contributors to UNTAC at standard rates up to the period ending 30 September 1992. Upon inquiry, the Committee was informed that troop contributors were reimbursed a total of $62,698,720 as at 30 September 1992.

8. The financial performance of UNTAC for the period from 1 November 1991 to 31 October 1992 is summarized in section V (paras. 32 to 39) and shown in annex I, with supplementary information provided in annex II. The revised apportionment for UNAMIC and UNTAC amounts to $677,215,400 gross ($672,215,300 net) compared to the initial apportionment of $839,561,200 gross ($833,156,300 net), resulting in an unencumbered balance of $162,345,800 gross ($160,941,000 net) for the period. Upon inquiry, the Committee was informed that the actual disbursements for the period from 1 November 1991 to 31 October 1992 amount to $425,257,800 gross ($420,257,700 net) and the unliquidated obligations are in the amount of $251,957,600. The Secretary-General notes that the unencumbered balance relates mainly to savings under premises and accommodation ($81.3 million), late deployment of military contingents ($23.8 million) and international and local staff ($10.6 million), and savings in air and surface freight ($26.7 million); the savings exclude prefabricated units diverted to the United Nations Operation in Somalia (UNOSOM) at a value of $11 million.

9. The current status of the various components of UNTAC is summarized in paragraphs 41 to 63 of the report. The additional or revised requirements of the various components of UNTAC are discussed in paragraphs 20 to 38 below. With regard to the electoral component, the Committee was informed that

initial work on the compilation of socio-demographic and cartographic data required for the planning of the election process has been undertaken by the Advance Election Planning Unit which was financed by the Trust Fund for the Cambodian Peace Process as a self-contained project. The Committee was further informed that so far some 3 million Cambodians of an estimated 5 million eligible have already been registered to vote.

10. The Advisory Committee was informed that not all 55 cantonment sites have been established (para. 51). The Committee was further informed that three battalions will be redeployed for functions with the election process. With regard to mine-clearing, the Committee was informed that the Cambodia Mine Action Centre, which is a strictly Cambodian operation, became operational late in November 1992 and that about 1,000 Cambodians will have been trained by the end of the year compared to an original estimate of 5,000, as indicated in the Secretary-General's first progress report to the Security Council (S/23870 and Corr.1 and 2, para. 27).

11. As regards the police component, the Advisory Committee was informed that the full deployment of 3,600 civilian police monitors is planned according to the operational plan and it is expected that it will be completed in the near future. As for repatriation, the Committee was informed that some 200,000 Cambodians have returned to their country under the auspices of the Office of the United Nations High Commissioner for Refugees (UNHCR) and another 160,000 persons are expected to return to Cambodia by February 1993.

12. In section VI of his report, the Secretary-General estimates the requirements for the nine-month period from 1 November 1992 to 31 July 1993 at $925,802,500 gross ($906,632,100 net); these requirements are indicated separately for the six-month period from 1 November 1992 to 30 April 1993 in the amount of $633,961,200 gross ($620,808,500 net) and the subsequent three-month period from 1 May to 31 July 1993 in the amount of $291,841,300 gross ($285,823,600 net), as shown in annex III, with supplementary information thereon in annex IV.

13. As indicated in section VII, the revised total estimate for UNAMIC and UNTAC from 1 November 1991 to 31 July 1993 amounts to $1,603,018,000 gross ($1,578,847,500 net), representing a reduction of $118,578,700 gross ($120,665,100 net) from the initial estimate of $1,721,596,700 gross ($1,699,512,600).

14. The Secretary-General recalls in section VIII of his report that his proposal for holding an election to designate a Cambodian head of state on the basis of direct universal suffrage (see S/24578) was being examined (para. 66). The Security Council, in paragraph 3 of its resolution 792 (1992), noted the decision of the Secretary-General to instruct his Special Representative to make contingency plans for the organization and conduct by UNTAC of a presidential election. Furthermore, noting that such an election must be held in conjunction with the planned election of a constituent assembly, the Council requested the Secretary-General to submit any recommendations for the holding of such an election to the Council for

decision. The Committee recalls that the Security Council requested the Secretary-General, in paragraph 21 of that resolution, to report to the Council on the implementation of the resolution no later than 15 February 1993.

15. In paragraph 68 (a) of his report, the Secretary-General requests the appropriation and apportionment of $633,961,200 gross ($620,808,500 net) for the continued operation of UNTAC for the period from 1 November 1992 to 30 April 1993. At the same time, the Secretary-General proposes in paragraph 68 (b) that the unencumbered balance of $162,345,800 gross ($160,941,000 net) in respect of the period from 1 November 1991 to 31 October 1992 be credited to Member States against their assessments in respect of the period beginning on 1 November 1992.

16. The Secretary-General further requests, in paragraph 68 (c), an authorization in the amount of $291,841,300 gross ($285,823,600 net) for the continued operation of UNTAC for the period from 1 May to 31 July 1993, subject to the concurrence of the Advisory Committee as to the level of commitments to be entered into for that period and for the apportionment thereof.

17. The Advisory Committee, on the basis of the Secretary-General's report, undertook a careful and detailed examination of the expenditure and cost estimates for UNTAC. The Committee is of the view that the report does not explain clearly all the savings or overexpenditures for the period from 1 November 1991 to 31 October 1992. Such full explanation would have been useful in assessing all the estimated requirements for the period from 1 November 1992 to 31 July 1993. Furthermore, the Committee is of the view that a number of the recommendations contained in its last report on the financing of UNTAC (A/46/916) and their effective follow-up have not been adequately addressed in the performance report.

18. The Advisory Committee believes that it would have been useful to include in the budget document information on the conditions in the mission area such as the housing situation and to explain some major difficulties such as delays in the recruitment of staff and the impact of the continued high vacancy rate on the operation. The Committee further notes that the report does not contain some important information, such as specification of all units and identification of their locations on a map of the mission area, which would have been useful for a careful and detailed assessment of the cost estimates.

Expenditure from 1 November 1991 to 31 October 1992

19. As indicated in paragraph 15 above, the unencumbered balance of UNAMIC and UNTAC for the period from 1 November 1991 to 31 October 1992 amounts to $162.3 million gross ($160.9 million net), or about 20 per cent of the initial apportionment, owing to substantial savings in a number of areas. In this connection, the Committee recalls that the Secretary-General noted in his previous report on the financing of UNTAC (A/46/903, para. 45) that the information obtained from survey missions to Cambodia cannot be regarded as

complete and that current assessments regarding deployment are therefore subject to change. Considering the large number of changes in the revised apportionment for UNTAC and the substantial savings for the initial 12-month period, the Committee is of the view that the planning of peace-keeping operations needs to be improved. In this connection, survey missions should include experts in all areas relevant to the contemplated peace-keeping operation in question. The experts should in future be sent to the mission area as early as possible and make a thorough and careful assessment of all the requirements.

20. As indicated in paragraph 37 of the Secretary-General's report, the implementation plan for UNTAC (S/23613) called for the phasing out of six battalions after September 1992, when the process of regroupment, cantonment and disarmament of the forces of the four Cambodian parties and the demobilization of at least 70 per cent of each of them was to have been completed. According to the report of the Secretary-General on the implementation of Security Council resolution 783 (1992) (S/24800, para. 31), the projected reduction in the strength of the military component, as envisaged in the implementation plan, is no longer feasible; accordingly it was proposed that its present level of deployment should be maintained until the elections. The Security Council, in paragraph 1 of its resolution 792 (1992), endorsed the report of the Secretary-General dated 15 November 1992 (S/24800).

21. As indicated in paragraph 2 of annex II to the report (A/47/733), UNTAC has not been able to provide accommodation to its military personnel, as originally envisaged, and therefore payment of mission subsistence allowance was increased from $100 to $145 per person per day. The Committee was, however, informed that the personnel of UNTAC, as in other peace-keeping operations, prefer to make their own housing arrangements. In view of the above, the Committee points out that the budget of UNTAC was in fact inflated by including substantial provision for prefabricated units for accommodation which were not required. The Committee therefore believes that in the future prefabricated units for accommodation of staff should be provided only if there is a definite need for them.

22. With regard to mission subsistence allowance, the Advisory Committee recalls its observation in its previous report (A/46/916, paras. 35 and 36) that, notwithstanding the hardship nature of UNTAC, the rates applicable to those not residing at the Hotel Cambodiana and those provided with United Nations accommodation should be reviewed and that more realistic rates should be applied which would result in significant savings.

23. The Advisory Committee notes that the budgeted amount of $15 million for death and disability for the entire period of the mission has been obligated to cover potential claims for death, injuries and disability (annex IV, para. 20); no additional information has been provided for the basis of the provision, despite the fact that this was requested by the Committee in its last report (A/46/916, para. 49).

24. With regard to civilian personnel costs, the Advisory Committee notes savings under civilian police ($2.9 million), international staff ($6.8 million), local staff ($1.2 million), common staff costs ($2.4 million) and mission subsistence allowance ($1.9 million) due to delays in their deployment (annex II, paras. 9 and 10). The Committee reiterates its view that the projected and actual dates of arrival of all personnel should be indicated in the budget document to substantiate the related savings or overexpenditures. In this connection, the Committee expresses its concern that out of a total of 6,391 civilian staff approved to provide administrative, substantive and technical support services to UNTAC, only 3,190, or about half of the civilian establishment, are currently deployed (annex II, para. 10).

25. In this connection, the Advisory Committee recalls that it requested the Secretary-General in its previous report (A/46/916, para. 25), as it has done concerning other operations, to indicate in his performance report any savings resulting from the recruitment of qualified civilian personnel provided by Governments to UNTAC to carry out non-core functions, thus reducing the costs of large operations and containing the use of the limited resources of the Secretariat. The Committee notes that no such savings are indicated in the performance report on UNTAC for the period from 1 November 1991 to 31 October 1992.

26. With regard to the Advisory Committee's recommendation (A/46/916, para. 33) that locally recruited staff of short-term peace-keeping operations should be excluded from participation in the Pension Fund to avoid a large increase in the cost of the operation, without benefiting the staff, and an enormous administrative burden on the Fund, the Committee was informed that no expenditures have been incurred with respect to pension of local staff for the period ending 31 October 1992 and that the matter is under review.

27. As regards the overexpenditure under travel for international and local staff ($1.9 million) (annex II, para. 10), the Committee believes that it would have been useful to indicate in the budget document the elements of the additional costs such as any increase in fares or change of entitlements, taking into account the fact that only half of the international and local staff for administrative, substantive and technical support services of UNTAC were deployed in the mission area as at 31 October 1992 (see para. 24 above). Furthermore, the Committee was of the view that, because of the large number of military observers, civilian police and international staff, charter of entire aircraft might be possible at substantially lower rates than the average fares budgeted for (see A/46/916, para. 41).

28. Savings totalling $86.6 million are reported under prefabricated units (annex II, para. 12). Upon inquiry, the Committee was informed that an unexpectedly quick reconstruction of buildings took place in Cambodia this year, which reduced considerably the estimated requirements for the construction of prefabricated units. The Committee was surprised about the magnitude of the savings under premises and is of the view that the availability of housing and the potential for construction were not properly assessed during initial survey of the mission area.

29. Furthermore, the Advisory Committee believes that the information provided in tables A.1 and A.2 should have shown the aggregate numbers of UNTAC personnel living or working in those units. Furthermore, the Committee believes that information should have been provided on the current number and percentage of military and civilian personnel accommodated in prefabricated units compared to the original estimate of office premises for 2,650 civilian personnel and living accommodation for 5,000 civilian personnel, including civilian police monitors, 485 military observers and 164 staff officers throughout the mission area (A/46/903, annex II, paras. 42 and 44).

30. With regard to the additional requirements of $2.2 million under infrastructure repairs (annex II, para. 18), the Committee is of the view that the repair of railways and bridges in Cambodia should more appropriately be done under the project for the rehabilitation of Cambodia.

31. As regards transport operations, the Advisory Committee notes additional requirements of $1.1 million for the purchase of vehicles (annex II, para. 20). In this connection, the Committee recalls its earlier observation (see A/46/916, paras. 54 to 58) that the ratio of vehicles to staff is high, considering the proposed purchase of 7,845 vehicles (in addition to the 199 vehicles previously purchased for UNAMIC) at a cost of $88.8 million, in addition to 4,000 contingent vehicles and rental of another 1,000 vehicles. In view of the above, the Committee notes that the requirement for an additional 26 vehicles should have been substantiated in the budget document.

32. The Advisory Committee further noted (A/46/916, para. 55) that since the new vehicles were being purchased directly from the factories and given the large scale of the purchase, the unit prices should be considerably lower than what has been estimated. The Committee was also of the view that there would be considerable savings under spare parts, repairs and maintenance of vehicles since the vehicles are new and would be required for a relatively short period (ibid., para. 57). In view of the above, the Committee is of the view that the additional requirements of $5.9 million for spare parts, repairs and maintenance of vehicles should have been substantiated in the budget document.

33. The Advisory Committee notes additional requirements of $6.4 million under other air operations costs such as air traffic control services and equipment (annex II, paras. 27 to 38, and annex XI). The Committee questioned the additional requirements for aviation fuel and lubricants of helicopters ($1.1 million) due to additional flying hours, the charter of fixed-wing aircraft ($0.5 million) and additional landing fees and ground handling ($357,000), taking into account the delays in the deployment of UNTAC. Furthermore, the Committee believes that unforeseen requirements for air crew subsistence allowance ($1.3 million) should have been included in the initial budget estimates and apportioned. The Committee further believes that it would have been useful to indicate under air operations the budgetary implications of the voluntary contribution in kind by one Member State (see para. 6 above).

34. As regards the additional requirements of $5.8 million under air traffic control services and equipment (annex II, para. 35), the Committee is of the view that efforts should be made to have these costs met under the rehabilitation programme for Cambodia. In this connection, the Committee is of the view that the costs for the upgrading of airports in Cambodia should be kept to a minimum in the UNTAC budget.

35. With regard to communications (annex II, paras. 41 to 44), the Committee requested the Secretary-General in its last report (A/46/916, para. 60) to re-examine the proposal to install a massive commercial communications system (Part B) ($32 million) with a view to ascertaining whether Part A of the system ($36.8 million) could be enhanced to achieve the objectives of the operation. Considering the substantial costs involved in the communications system, the Committee expected a performance report as to how parts A and B have been implemented. However, the Committee had difficulty in evaluating the implementation of the system on the basis of the information contained in annex XIII.

36. The Advisory Committee is of the view that the price breakdown of the main trunking contract contained in annex XVII does not explain the additional requirements of $4.3 million under this item (annex II, para. 45).

37. The Committee notes that the requirements for electronic data-processing equipment and software were higher ($649,300) than originally estimated (annex II, para. 46), although in its last report it expressed the view that the proposed data-processing equipment was more sophisticated than necessary for the effective operation of UNTAC and the ratio of computers to staff and printers to computers was rather high (A/46/916, para. 62). In view of the above, the Committee believes that the outcome of the review should have been indicated in the budget document, including a justification for additional requirements.

38. With regard to rehabilitation/reintegration assistance to the demobilized military forces (annex II, para. 63), the Committee recalls its observation in its last report (A/46/916, para. 75) that the basis for the original estimate of $14 million was not substantiated in the budget document (A/46/903, annex II, para. 109). The Committee notes that no additional information was provided on the cost estimates for this item and on the coordination between UNTAC and other agencies involved in rehabilitation to ensure the optimum utilization of these resources, as requested by the Committee in its previous report (A/46/916, para. 75).

Cost estimates from 1 November 1992 to 31 July 1993

39. The Advisory Committee was informed that a review of the mission subsistence allowance for Cambodia was undertaken by the Classification and Compensation Service and the proposed rates are the result of that survey; for military and civilian staff the rate is $160 per day during the first 30 days upon arrival in the mission area in Cambodia and $145 per day thereafter or at a reduced rate of $100 per day when accommodation is provided.

40. The Advisory Committee believes that it would have been useful to indicate in the budget document the number of civilian and military personnel stationed in Phnom Penh and elsewhere in Cambodia and the number who are accommodated by UNTAC. The Committee recalls that the current rate of the daily subsistence allowance, as established by the International Civil Service Commission (ICSC), effective 1 November 1992, is $160 for Phnom Penh, $73 at Siem Reap, $57 at Battambang and $15 elsewhere, or an average of $76 for Cambodia; the costs for accommodation are estimated at an average of 65 per cent of the allowance. Considering that the average ICSC rate for Cambodia is about half of the proposed mission allowance ($145), including a major element for cost of accommodation, and that a large number of civilian staff, civilian police and military observers are stationed outside Phnom Penh and also that the majority have chosen to make their own housing arrangements (see para. 21 above), the Committee believes that the proposed rates are high and there is a potential for substantial savings under mission subsistence allowance, for which the estimate totals $204.9 million for the period from 1 November 1992 to 31 July 1993. In view of the foregoing, the Committee recommends that another survey of the living costs in Cambodia be carried out soon with a view to establishing more realistic rates.

41. Upon inquiry, the Advisory Committee was informed that military and civilian personnel costs for the period from 1 November 1992 to 31 July 1993 have been estimated at full cost. However, the Committee points out the delay in the deployment of personnel in the mission area - as at 31 October 1992, 771 military personnel, 200 civilian police and 3,201 civilian personnel in the administrative, substantive and technical support services were not yet deployed (annex II, paras. 3, 9 and 10); taken together with the usual vacancy factor in large peace-keeping operations and the total high costs under military observers ($38.8 million), civilian police ($135.3 million) and international and local staff ($146.2 million) for the period from 1 November 1992 to 31 July 1993 (see annex III), the Committee is of the opinion that further substantial savings are possible under this item. Furthermore, the Committee trusts that the Secretary-General will make efforts to obtain qualified personnel from Governments free of cost or at reduced rates to carry out non-core functions, thus further reducing the costs of large peace-keeping operations (see para. 25 above).

42. With regard to rations, the Committee notes that provision has been made to supply food and bottled drinking water for 14,129 troops for the period from 1 November 1992 to 30 April 1993 and for 9,029 troops thereafter at $15 per person per day and to 395 headquarters staff and military police at $24 per person per day for the entire period (annex IV, para. 17). In this connection, the Committee was informed that the contract prices vary between $8 and $27 depending on the contractor and the rations to be supplied to the various battalions, although UNTAC expects that the contract price will not exceed $15 per person per day for 1993 (annex IV, para. 16). The Committee is of the view that that average rate is high for the large-scale supply of rations by one or a small number of contractors and believes that there is a potential for savings. Furthermore, the Committee was not fully convinced of the need for a provision for overlap of $647,010 for the period, taking into account the delay in the deployment of personnel.

43. Provision of $32.7 million is made for rotation and repatriation travel of military contingents (annex IV, para. 19) and $8.6 million for civilian police (annex IV, para. 24). In this connection, the Committee points out that compared to the travel costs for the period until 31 October 1992 (A/46/903, annex II, para. 20), the rates have almost doubled from $520 to $910 for one-way travel and from $760 to $1,330 for round-trip travel; no justification was provided for this substantial increase. The Committee therefore recommends that the proposed rates be reviewed to make more economical travel arrangements.

44. The Advisory Committee was informed that the estimated costs are also based on the usual rotation period of 6 months for military contingents and 12 months for individual military observers. The Committee recalls its recommendation, in its reports on the United Nations Protection Force (A/46/893, para. 13) and the United Nations Angola Verification Mission (UNAVEM II) (A/46/945, para. 23), that the Secretary-General review all entitlements, allowances and duration of duty of military and civilian personnel serving in peace-keeping operations and report on the results to the General Assembly pursuant to resolution 45/258 of 3 May 1991.

45. With regard to the provision for death and disability compensation (annex IV, para. 20), the Committee points out that it was not provided with additional information on the basis for the calculation of this provision and the actual expenditure for the initial 12 months, as requested in its previous report (see para. 23 above). While not disputing the need to provide for death and disability payments, the provision of $10 million from 1 November 1992 to 31 July 1993 appears high.

46. The Secretary-General proposes that the number of international staff be increased by 207 and the local staff be decreased by 2,000 (annex IV, para. 26, and annex VII). For example, 12 additional human rights officers (P-4), in addition to 10 human rights staff in the Professional category, are proposed (annex VII) although under the initial implementation plan of the Secretary-General (S/23613, para. 21), "UNTAC staff, operating in all areas of the mandate, would be charged with carrying out human rights functions, as an integral part of their primary duties". The Committee believes that the increase in international staff and the decrease in local staff should have been well justified in the budget document, especially the need for additional international staff.

47. With regard to local staff, provision is made for 63,871 persons (92,210 person months) from 1 November 1992 to 30 April 1993 and 59,913 persons (62,969 person months) from 1 May to 31 July 1993 (annex IV, para. 26). In view of the fact that about 56,000 local staff are required only for polling for less than one month, the Committee was informed that there was no need to include a budgetary provision for 56,000 local staff after the elections, resulting in savings of $9,296,000 under local staff salaries. Furthermore, the Committee was informed that the provision for common staff costs of local staff from 1 May to 31 July 1993 can be reduced by $1,512,000 owing to the reduction of international and local staff after the elections (annex IV, para. 30).

48. The Advisory Committee further notes that the provision of $13.9 million for mission subsistence allowance for international civilian staff for the period from 1 May 1992 to 31 July 1993, which is about half of that for the previous six-month period (annex IV, para. 31), is too high following the reduction of 264 international staff in the electoral component after the elections. The Committee was informed that there will be savings of $2,084,000. Considering the substantial savings of $12.9 million under civilian personnel costs for the period beginning on 1 May 1993, the Committee points out that it is essential that the cost estimates be prepared on the basis of the deployment schedule for civilian staff according to the operational plan, especially the planned phasing-in and phasing-out of staff, and taking into account the usual vacancy factor.

49. With regard to the estimated cost of $10.6 million for 487 United Nations Volunteers for six months, or total individual costs of $29,525 per annum (annex IV, para. 34), the Committee reiterates its observation in its last report (A/46/916, para. 51) that the use of volunteers represents a cost-effective mechanism. In this connection, the representatives of the Secretary-General commended the volunteers for their efficient contribution to UNTAC. In view of this, the Committee is of the view that the use of volunteers in peace-keeping operations should be expanded.

50. With regard to premises/accommodation, the Advisory Committee notes that provision of $26.4 million has been made under prefabricated units for the period beginning on 1 November 1992 (annex III, item 3, and annex IV, paras. 39 to 42). Bearing in mind savings totalling $86.6 million under prefabricated units for the period until 31 October 1992 and that sufficient premises are available for rental (see paras. 21, 28 and 29 above), the Committee was informed that there is no need for additional prefabricated units, including upgrading of living accommodations, for the current period, resulting in savings of $26.4 million.

51. With regard to the rental of 250 premises for offices, warehouses and workshops at $5.6 million (annex IV, paras. 35 to 38), the Committee believes that it would have been useful to indicate in the budget document the average unit price for the rental of premises in Phnom Penh and elsewhere and the average number of rooms per unit.

52. The Advisory Committee was of the view that the proposed provision for infrastructure repairs of $5.2 million following the period after the elections (annex IV, para. 42) is not justified and should be included under the project for rehabilitation of Cambodia.

53. As regards transport operations, the Advisory Committee was informed that there is no need for the proposed 750 minibuses (annex IV, para. 44), resulting in savings of $7 million. Furthermore, the Committee is of the view that the proposed provision of $9.5 million for spare parts, repair and maintenance is high for the period beginning on 1 November 1992.

54. The Advisory Committee was not fully convinced of the continued need for all six to eight heavy transport aircraft from 1 February to 31 July 1993 at $11.4 million (annex IV, para. 58), especially after the elections in April 1993, and believes that economies can be made under this item.

55. As regards the rental of eight landing-craft at $4.4 million for the period from 1 November 1992 to 31 July 1993 (annex IV, para. 76), the Committee notes that there is no need for them after the elections, resulting in savings of $1.4 million. Furthermore, the Committee notes that the proposed rate has increased from $20,000 per month per craft for the period until 31 October 1992 (A/46/903, annex II, para. 65) to $50,000 beginning 1 November 1992. The Committee believes that this rate should be reviewed and that there is a potential for additional savings.

56. The Advisory Committee is of the view that the proposed provision of $10.6 million for communications ($9.6 million) and the main trunking contract ($1 million) (annex IV, paras. 78 to 84) is high, taking into account the revised apportionment of $54 million for the period until 31 October 1992.

57. The Advisory Committee is of the view that the proposed acquisition of new office furniture after the elections (annex IV, para. 85) is not justified, resulting in savings of $600,000. The Committee is also of the view that the proposed provision of $2.2 million for security services (annex IV, para. 98) is high and that economies can be made.

58. Election materials have been estimated at $8.3 million, including $0.45 per ballot for about 5 million eligible voters, or about $2 per voter (annex IV, paras. 113 and 114). The total provision for election-related supplies and services for the entire period of UNTAC amounts to $20.6 million (annex VI, item 11). The Committee is of the view that the budgeted amount for election materials is excessive, bearing in mind that the Paris Agreements provided that in organizing and conducting the electoral process, UNTAC would make every effort to ensure that the operational arrangements were as administratively simple and efficient as possible (A/46/608-S/23177, annex 1 to the Agreements, sect. D, para. 6). In view of the above, the Committee recommends that efforts should be made to provide election services more economically. The Committee believes that there is a potential for substantial savings under this item without impairing the operational plan and objectives of UNTAC.

59. The Advisory Committee believes that the proposed provision of $7.5 million for rehabilitation/reintegration assistance to the demobilized military forces (annex IV, paras. 130 and 131, and annex XIX) is high, taking into account the fact that $1.5 million was provided for the period until 31 October 1992, the substantially lower number of demobilized soldiers in cantonments so far and the uncertainty with regard to the scope of possible training.

60. The Advisory Committee is also of the view that the proposed provision of $19.3 million for airlift (annex IV, para. 133) is high according to current rates and that there is a potential for substantial savings.

61. A provision of $12.4 million is made in respect of the support account for peace-keeping operations for the period from 1 November 1992 to 31 July 1993, including $8 million until 30 April 1993 (annex IV, para. 136). In view of the size of the estimated expenditure for UNTAC, the projected substantial savings under civilian personnel costs (see para. 24 above) and the current status of the support account (see A/47/655 and Corr.1, annex III), the Committee is of the opinion that the application of the full 8.5 per cent charged to UNTAC for the support account is not necessary and recommends that it be reduced by $4 million for the period from 1 November 1992 to 31 July 1993. The Committee intends to review the support account for peace-keeping operations and has requested the Secretary-General to submit proposals to it at its spring session in 1993.

62. In view of its observations in paragraphs 39 to 61 above, especially the large number of areas of projected substantial savings, and taking into account the fact that savings of $162.3 gross ($160.9 million net) were made during the initial period, the Advisory Committee is of the view that the cost estimates for the remaining period of UNTAC, from 1 November 1992 to 31 July 1993, of $925,802,500 gross ($906,632,100 net) can be reduced by $200 million. The Committee therefore recommends that the General Assembly appropriate and assess an additional amount of $483,961,200 gross ($470,808,500 net) for the continued operation of UNTAC for the period from 1 November 1992 to 30 April 1993 and provide commitment authorization not exceeding $241,841,300 gross ($235,823,600 net) for the period from 1 May to 31 July 1993 with the prior concurrence of the Committee.

63. The Advisory Committee further recommends that the Secretary-General should be permitted the usual flexibility to transfer credits between items of expenditure, should that be necessary in the interest of good management and efficiency. In approving the actual level of commitments, the Committee would take into consideration the latest information to be submitted by the Secretary-General concerning the operations and mandate of UNTAC and developments in the region. Should the Secretary-General experience difficulties regarding this level of resources, he may submit such additional requirements as may be necessary to address any eventual shortfall.

64. The Advisory Committee further recommends that the unencumbered balance of $162,345,800 gross ($160,941,000 net) in respect of the period from 1 November 1991 to 31 October 1992 be credited to Member States against their assessments in respect of the period beginning on 1 November 1992, as proposed by the Secretary-General (para. 68 (b) of the report).

65. In this connection, the Advisory Committee points out that a performance report on UNTAC will be submitted in May 1993 for the period from 1 November 1992 to 31 April 1993, including the planned disposal of the assets

of the operation. At that time, as has been stated by the Secretary-General, a more precise review will be possible of the operation's additional requirements for the remainder of the mandate period as approved by the Security Council.